DOCUMENT RESUME

ED 299 398 CE 050 986

TITLE	Perspectives on Women and Welfare Employment.
INSTITUTION	National Coalition on Women, Work and Welfare Reform, Washington, DC.
PUB DATE	Aug 86
NOTE	24p.
AVAILABLE FROM	Wider Opportunities for Women, 1325 G Street, N.W., Lower Level, Washington, DC 20005 ($5.00).
PUB TYPE	Reference Materials - General (130) -- Reports - Descriptive (141)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Adults; Economically Disadvantaged; Employed Women; *Employment; *Employment Programs; *Females; *Job Placement; Job Training; *Program Development; Program Implementation; *Welfare Recipients
IDENTIFIERS	Aid to Families with Dependent Children

ABSTRACT

This publication is designed to alert local and state advocates to the presence of the National Coalition on Women, Work, and Welfare Reform. It shares the Coalition's perspective on the welfare employment issue and proposes several initial strategies local advocates or policymakers might use in considering proposed or ongoing welfare employment initiatives. The publication outlines what is known about work and welfare: (1) most adults on Aid for Families with Dependent Children (AFDC) want to work; (2) mandatory participation in work programs is counterproductive; (3) some recipients need substantial help to become self-sufficient; (4) no work program can succeed without jobs at the end; (5) AFDC recipients cannot be asked to neglect their families; and (6) genuine welfare reform is long overdue. A framework is offered for putting together a meaningful welfare employment program. It includes oversight design and coordination, communication; intake, assessment, and counseling; and information, innovation, and evaluation. A comprehensive menu of choices is recommended--training and education, placement, support services, job creation, and protection of recipient rights. Finally, implications for state policymakers and advocates are set forth. Appendixes include lists of printed materials (23 references) and groups and individuals with expertise and interest in welfare employment issues (23 contacts). (YLB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

C Stentzel

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

PERSPECTIVES ON WOMEN AND WELFARE EMPLOYMENT

A publication of the National Coalition on Women, Work and Welfare Reform
August, 1986

BEST COPY AVAILABLE

This publication represents the collective perspectives and work of the following coalition members:

American Friends Service Committee
Children's Defense Fund
Church Women United
Corporation for Enterprise Development
Displaced Homemakers Network
Federally Employed Women
The Friends Committee on National Legislation
The Mexican American Legal Defense and Education Fund
National Commission on Working Women
The National Conference of Puerto Rican Women, Inc.
The National Women's Law Center
United Church of Christ, Office for Church in Society
Network: A Catholic Social Justice Lobby
Wider Opportunities for Women
The Women and Poverty Project
The Women's Equity Action League
YWCA of the U.S.A., National Board

PERSPECTIVES ON WOMEN AND WELFARE EMPLOYMENT

I. Introduction

The National Coalition on Women, Work, and Welfare Reform was formed in 1985 to address the emergence of new state and federal welfare employment initiatives. The Coalition represents national organizations concerned about the impact of AFDC work programs and their requirements upon women and their families. The list of member groups appears on the cover of this publication. As a group, the Coalition works to achieve state and national welfare policies which promote the economic independence of public assistance recipients while retaining a high degree of choice, flexibility, and respect for personal employment goals.

The Coalition spent its first six months assessing a number of welfare employment initiatives being piloted in the states and reflecting upon the analyses available on these programs. During 1986-87, the Coalition will monitor the development of new state efforts; provide public information to administrators, advocates, the press, and policymakers at the state and national levels on welfare employment initiatives; monitor and analyze Administration welfare proposals; and involve the local affiliates of involved national organizations in policymaking and program monitoring processes on the welfare employment issue.

Purpose of the Paper

This first Coalition publication has been developed to alert local and state advocates to the presence of the Coalition, to share the perspective of the Coalition on the welfare employment issue, and to put forward several initial strategies local advocates or policymakers might use in considering proposed or ongoing welfare employment initiatives. A list of additional resources on the issue are offered at the close of this publication, along with a list of groups and individuals with expertise and interest in welfare employment issues. Many of the Coalition's member organizations have developed and are developing additional resource materials on aspects of the employment of low-income and welfare women.

The Coalition believes it is important for advocates and policymakers at the local, state, and national levels to participate in the welfare employment policy debate. Those who advocate for women, for full employment, and for civil and welfare rights have an important role to play in the development of these policies. It is the role of these groups working together to ensure that poor women retain the options for meaningful and financially rewarding employment, for work

at home caring for children, or for full-time education to prepare for economic self-sufficiency. For many low-income women, these options are being limited, restricted, or foreclosed by punitive workfare policies. In other locales, the traditional workfare concept has been transformed to mean the development of a full complement of services designed to protect and support a recipient's options and invest in her preparation for economic independence. In a climate of intense policy activity -- varying greatly from state to state with regard to quality, comprehensiveness, and cost -- communication, clarity, and committed effort will be necessary to ensure effective services for welfare women.

This paper is designed to put forward our perspective and to serve as a point of contact with others interested in affecting welfare-to-work policy. We welcome the comments, critical and and supportive, of colleague groups and individuals working in this field.

II. WHAT WE KNOW ABOUT WORK AND WELFARE

1) Families turn to AFDC for many reasons.

The majority of families begin receiving AFDC because of a change in family structure--divorce, separation, desertion of a parent, death of a parent, or birth of a child. Others turn to AFDC for support because they lose or cannot find a job, suffer a loss of earnings, or become incapacitated.

While two-thirds of all AFDC recipients are children, nearly 90 percent of all AFDC families are maintained by women alone. Child care responsibilities preclude many adults on AFDC from seeking or maintaining employment. More than 60 percent of all AFDC families include children younger than age six; almost 40 percent have children younger than age three.

2) Most adults on AFDC want to work.

Despite the difficulties they encounter in the labor market, most AFDC recipients want the chance to get a decent job which allows them to support their families. Half of all adults on AFDC move off the welfare rolls within two years, many finding their way back into the labor force on their own. Others face multiple barriers to employment, including lack of job skills and recent work experience, poor basic skills, functional illiteracy, sex and race discrimination, lack of transportation, and inadequate support services. Few are encouraged to seek a wide range of career choices or to consider nontraditional employment.

Unfortunately, the structure of AFDC frequently discourages work effort. Recipients who find paid employment are only slightly better off financially than those who rely

solely upon AFDC. They also run the risk of losing health insurance under Medicaid if their earnings make them ineligible for AFDC benefits. Bureaucratic barriers such as requirements to report in person to the welfare office on a regular basis also make it difficult to hold a job without losing AFDC eligibility.

Broader economic conditions also prevent AFDC recipients from finding and retaining employment in many areas. The nation's unemployment rate has not dropped below 6.5 percent for more than six years, and 8.5 million Americans cannot find work today. In some parts of the country, the official unemployment rate still exceeds 10 percent. Among female family heads, the unemployment rate was 11.5 percent in 1985.

3) Mandatory participation in work programs is counter-productive.

Given the diversity of problems and barriers to employment which AFDC recipients face, an inflexible requirement that all recipients participate in work-related activities makes little sense. Large numbers will choose to take part in voluntary programs. This choice to participate enhances the self-esteem of recipients while also strengthening their awareness that they are responsible for the decisions which lead to self-sufficiency.

A uniform mandate imposed on all AFDC adults also ignores the great variation in their needs, life circumstances, and communities. For some recipients, the most appropriate choice is to care for a sick or disabled dependent or a very young child rather than to participate in a work program. Efforts to promote self-sufficiency must reflect this need for flexibility and choice.

4) Some recipients need substantial help to become self-sufficient.

Deficits in education, training, and work experience pose major barriers to employment for many AFDC recipients. Fewer than 40 percent of all adults on AFDC are high school graduates. Among AFDC recipients required to register for the Work Incentive (WIN) program in 1983, roughly 60 percent had math skills below the eighth or ninth grade level and nearly half had reading skills below that level. At least one in four adults on AFDC has no prior work experience.

Such barriers can only be removed through substantial investments to enhance the academic and job skills of adults on AFDC. Required work assignments, or work relief, do not yield lasting gains in future employment and earnings for most AFDC recipients.

5) No work program can succeed without jobs at the end.

Training programs for AFDC recipients are of little value if poor employment conditions keep them from finding work. A state which focuses only on employment preparation, without also addressing the need for job creation and economic development, runs the risk of squandering its investment.

The quality of job placements also is a key factor in efforts to promote economic self-sufficiency. Employment opportunities which cannot support families--including jobs at the minimum wage, those in seasonal industries and those without health insurance--may move families off AFDC temporarily, but provide few prospects for long-term stability and self-support. Preparation for high wage and nontraditional jobs for recipients should be a priority.

6) AFDC recipients cannot be asked to neglect their families.

AFDC parents need to be assured of adequate child care and other supportive services in order to participate in welfare-to-work programs. They also need transitional health and child care assistance so that they are not in the position of risking the well-being of their children when they accept employment and move off the welfare rolls.

7) Genuine welfare reform is long overdue.

The AFDC program was created in 1935 primarily as a means of meeting the income needs of widows with young children. While the structure of the AFDC program has changed little over the past fifty years, the nature of the AFDC population has changed dramatically. The time has come to consider genuine welfare reforms--and particularly changes in AFDC -- which reflect the needs of today's poverty population.

There will always be a need for a basic cash assistance program which assists those who cannot, for whatever reasons, support themselves. More effective welfare employment programs by themselves can neither eliminate the need for a strong system of income supports nor substitute for genuine welfare reforms. At best, welfare employment programs represent one important means of addressing the poverty problem in the United States, increasing prospects for employment and eventual self-sufficiency for a substantial segment of the AFDC population but falling short of a complete response to their diverse needs.

III. Putting Together a Meaningful Welfare Employment Program

The Coalition on Women, Work, and Welfare Reform has observed the wide range of welfare employment initiatives being designed in the states. To assist those considering or responding to such programs, the Coalition has developed a guide for advocates to use in assessing elements put forward in such proposals. It is the perspective of the Coalition that provision of a wide range of program elements and the choice among these elements by welfare recipients is a keystone for an effective welfare employment program.

The Coalition recommends that state policymakers and administrators work to design a program offering as many of the elements which follow as are possible. If it is not fiscally possible to provide the wide range of services, it seems appropriate to the Coalition to offer a broader sector of employability services to a smaller population of recipients while maintaining basic income supports, medical assistance, food stamps, and other basic services for all the eligible population. This kind of effort should provide a proving ground for the employment and training components and provide the time for building political support for a larger scale effort.

The Framework

Oversight Design and Coordination, Communication: An effective self-sufficiency strategy requires that income maintenance, supportive services, training, placement, education, and economic development components be developed, coordinated, and made accessible to applicants and clients. This requires state-level agreement on the need for a comprehensive self-sufficiency strategy and education for the public on the wisdom and promise of such an approach. Some form of cabinet council, set of interagency contracts, special legislative or executive oversight committee is helpful, if traditional agency and program boundaries are to be bridged. Advisory bodies which include advocates and recipient groups are also vital links for making the program work. The framework for the program should be designed in anticipation of the need to add and modify program elements. Training of and communication among caseworkers and program deliverers is vital. Assistance to participants in evaluating the options and assessing the economic and personal consequences of each option will be a critical step in program success.

Intake, Assessment, and Counseling: There should be visible and well advertised intake points in each community which determine eligibility, orient applicants and recipients to the programs open to them, provide individual counseling and assessment, and design, with the client, an individual plan

for self-sufficiency. This element can be organized within a public agency or contracted to a community-based organization.

Information, Innovation, and Evaluation: New program elements should be built upon information gained from recipients and the evaluation of previous programs. Evaluations should collect data on direct and indirect outcomes and benefits over the long term.

The Choices

Just as people become poor for different reasons, so they will escape poverty through different routes. For some, the appropriate strategy may be teaching the skills of how to look for a job. For many, it will require access to child care, medical coverage for their children, and other supportive services. For others, it will mean remedial education, skills training or a college degree to make a permanent escape from poverty. Still others may need help only in accessing existing jobs or being given support to create a job for themselves.

In short, it must be understood that what is a road for one welfare recipient may be a roadblock for another. Training may be a dismaying waste of a recipient's time if she already possesses marketable job skills. Just as clearly, immediate placement in a low-wage, no-benefit job may only ensure a rapid return to poverty for a woman for whom only more education will make it possible to compete for a job that is not marginal and can offer a permanent and adequate income for her and her family.

Those seeking to escape poverty are best positioned to make these choices if provided adequate information and real options. They will gain or suffer as a result; their effort and commitment will be required for any path to succeed.

A comprehensive menu of choices should include the following:

A. TRAINING AND EDUCATION

Basic Skills Education: Educational programs should be designed to develop proficiency in reading, writing, mathematics, and introduction to technology. English as a second language may also be needed.

Job Training: Explicit linkages with training programs, such as JTPA and vocational education, can and should be developed so that a reasonable portion of a state's training efforts serve welfare recipients. Training for nontraditional jobs

can be encouraged. Additional job training dollars might be added from state coffers to improve recipients' access to skills training.

Post-Secondary Education: Some of the 89% of AFDC recipients who have not attended college, as well as many of the 11% who have, are most likely to achieve self-sufficiency by entering post-secondary education. Federal law allows welfare recipients to recieve some types of student aid without reduction of their welfare benefits. Improving knowledge and reality of the option of post-secondary education, alerting recipients to the means to finance it without loss of necessary welfare support, and increasing the efforts of state-supported colleges and universities to serve this clientele are all needs around which action is appropriate. Through such means, Maine doubled its college enrollment of AFDC recipients in one year.

B. PLACEMENT

Job-Finding Skills: This choice entails creating supportive job clubs, training in job search techniques, and help with interviewing skills and resume preparation.

Placement Efforts: Linking participants with employers is both a job development and marketing effort. Both are key elements in an effective welfare to work program.

Grant Diversion: A funding mechanism designed to create jobs for AFDC recipients, grant diversion provides employers with a training/employment bonus in return for hiring recipients for permanent jobs. See Bangster, et al., an MDRC report on grant diversion in the resource bibliography, for further information.

Supported Work: By providing comprehensive support services and acting as an employment agency for welfare recipients, supported work programs with a long history of success for recipients are being operated in several states. For more information on this strategy, see the resources listed in the Bibliography at the close of this publication.

C. SUPPORT SERVICES

Childcare: Self-sufficiency is a family affair; to free the head of household for any option, quality child care must often be available. The $18 million state expenditure for childcare vouchers for welfare recipients has been one key to the success of Massachusetts' ET Choices' program. Assistance in arranging for childcare is also often vital.

Medical Care: In order for employment to be a viable and responsible option for an AFDC mother, it is important to insure that she have medical coverage either through Medicaid or health insurance provided on the job. States are required under federal law to provide four months of additional Medicaid coverage after the loss of eligibility for AFDC due to an increase in a recipient's income. When a recipient loses AFDC eligibility due to the expiration of the earned income disregard, Medicaid eligibility must continue for an additional nine months and, at state option, it may continue for another six months after that. Few, if any, states have adopted this additional six-month option although it could be of enormous assistance in facilitating a recipient's transition into the work force.

Work Expenses: Working often entails added transportation, food and clothing expenditures which can heavily burden the transition to employment for an AFDC recipient. Federal law recognizes the existence of work-related expenses and requires that $75 be deducted from a recipient's income in computing AFDC eligibility. However, since this $75 must also cover taxes (AFDC eligibility is computed on gross income), it does not go very far. Depending on state law, vendor payments and in-kind contributions may be useful avenues to pursue in assisting recipients with work expenses. It is important to clarify, however, that state law would not count such assistance as income used to offset an AFDC grant or deny eligibility. In addition, child care expenses of up to $160 per child may be deducted from earned income on top of the $75 work expense deduction.

Life Skills: This choice entails pre-employment program approaches which build self-esteem, improve assertiveness, build physical fitness and improved nutrition, provide peer support, develop budgeting and financial skills, and explore problem-solving skills.

D. JOB CREATION

Linkage with Economic Development Projects: All government-assisted projects which create jobs should be asked to provide referral to welfare recipients. These efforts should be consistent with ongoing affirmative action regulations.

Self-Employment: For some welfare recipients the only way they will acquire a job is to create one for themselves. Thirty percent of AFDC recipients surveyed recently by the Minnesota State Planning Office said they had considered starting a business to sustain themselves and could name the specific business. In Europe, many thousands of unemployed persons have taken advantage of welfare programs that allow recipients to continue receiving benefits while becoming self-employed.

E. PROTECTION OF RECIPIENT RIGHTS

Finally, a key ingredient in an effective state welfare employment initiative will be the development of regulations and grievance processes which protect a recipient's capacity to move from one element to another without penalty if an option is not satisfactory and to refuse program offerings which do not meet the recipient's needs.

IV. IMPLICATIONS FOR STATE POLICYMAKERS AND ADVOCATES

1) Begin by finding out what your state has to work with.

Virtually every state is already making some efforts to move AFDC recipients into permanent jobs. Before starting any new welfare-to-work initiative, it is important to assess the strengths and weaknesses of current state activities under the Work Incentive (WIN) program, the federal Job Training Partnership Act, Single Parent and Homemaking programs funded through Vocational Education, and other educational or training efforts serving disadvantaged persons.

This assessment of current programs is an essential first step in building more effective state policies. Only after developing a clear picture of the state's current capacity to provide education, training, and support services to AFDC recipients and the outcomes of these efforts is it possible to set reasonable goals and plans for the future.

2) Start small and commit to a long-term effort.

Setting up a comprehensive state system to help AFDC recipients move toward employment and self-sufficiency is a difficult and complex task. States which attempt to do too much too quickly--particularly by trying to move employment and training services to the entire AFDC population --can quickly become overwhelmed and undermine the effectiveness of their efforts. In addition, while income support and other basic services are needed by the full AFDC population, other services will be more individualized and planning will be critical.

An incremental approach often yields better results. By starting with a manageable program and building on success, states can avoid stretching resources too thin and still achieve lasting gains for many AFDC recipients.

3) Emphasize voluntary participation.

Given the complexities of welfare-to-work programs, it makes sense to work with AFDC recipients who want to work and are eager to participate.

A focus on voluntary participation builds broad public support for the program. It also strengthens the dignity, self-esteem and decisionmaking responsibility necessary for AFDC recipients to make the transition from welfare to work.

4) Concentrate on more intensive investments.

In welfare-to-work programs, as in many areas, you get what you pay for. Research shows that low-cost interventions such as job search assistance may prove useful in moving the most employable participants into jobs more quickly, but do not result in more significant or lasting gains for the hard-to-employ.

The most substantial and lasting increases in employment and earnings are achieved when programs make intensive investments in education, training and employment preparation for the most disadvantaged of AFDC recipients. Rather than providing a quick "band-aid" solution, this approach changes lives and can lead to long-term self-sufficiency.

5) Keep the focus on lasting gains in employability.

States which promise quick results or large savings in AFDC costs set themselves up for failure. Demonstration projects in several states have clearly shown that welfare-to-work programs at best result in modest reductions in welfare expenditures and in the short term may actually cost more than they save.

To measure the effectiveness of welfare-to-work initiatives states must look beyond welfare savings to examine how well programs are enhancing the employability of AFDC recipients. Strong monitoring and data collection to document the impact of state programs is essential in order to maintain public support and to improve program effectiveness.

6) Devote a portion of available resources to job creation and other "welfare prevention" strategies.

By focusing only on welfare-to-work efforts, states run the risk of setting up a perverse system which only helps struggling individuals and families after they turn to AFDC for assistance.

At least a portion of a state's resources should be set aside for investments in prevention--programs and policies which stimulate job creation and preparation for well-paid work--so that families have a better chance for independence without reliance upon welfare systems. Remedial education, literacy, and job training programs targeted to low-income teenagers and adults are important components of any prevention strategy.

7) Learn from the experience of other states.

During the past few years, a number of states have launched ambitious experiments designed to help AFDC recipients move into permanent employment at wages which allow them to support their families. The many lessons derived from these efforts now constitute a valuable resource for any state seeking to improve its own programs in this important area.

8) Address the "isms" in society, which affect AFDC recipients.

The sexism, racism and other forms of discrimination which affect the employment of minority and other groups in our society also affect the employment of AFDC recipients. For welfare employment programs to be successful in placing AFDC recipients in meaningful jobs, the enforcement of equal employment opportunity statutes in the state and the awareness among both recipients and caseworkers of EEO systems, procedures, and recipient rights are critical. State administrators and policymakers can play a vital role in seeing that the link is made and that enforcement occurs.

Summary

The National Coalition on Women, Work, and Welfare Reform provides this publication and the resource bibliography which follows to encourage more active participation in the development of welfare employment programs at all levels.

The Coalition can provide resource persons, speakers, or other assistance to colleague groups at the local, state, or national level interested in affecting or monitoring welfare employment policy.

V. REFERENCES

A. THE WELFARE TO WORK DEBATE

Judith Gueron, **"Work Initiatives for Welfare Recipients: Lessons From A Multi-State Experiment."** The Manpower Demonstration Research Corporation, February, 1986.

(Based on research in 3 states, Gueron found that work relief programs were only modestly effective in helping participants gain employment or raising their salaries. A copy of the report may be obtained by contacting MDRC, 3 Park Avenue, New York, NY 10016; (212) 532-3200.)

Bangser, Michael, James Healy and Robert Irvy, **"Welfare Grant Diversion: Lessons and Prospects"**, March 1986, Manpower Demonstration Research Corporation. (Available from MDRC, 3 Park Ave., N.Y., N.Y. 10016) This is the second report issued by MDRC which focuses on the grant diversion programs being operated in Arizona, Florida, Maine, New Jersey, Texas, and Vermont.

Maynard, Rebecca, Irwin Garfinkel and Valerie Leach, **"Analysis of Nine Month Interviews for Supported Work: Results of an Early AFDC Sample"**, November, 1977, MDRC.

Shapiro, Harvey D., **"Waiving the Rules: Welfare Diversion in Supported Work"**, June, 1978, MDRC.

MDRC Board of Directors, **"Summary and Findings of the National Supported Work Demonstration"**, June, 1980, MDRC.

Masters, Stanley H. and Rebecca Maynard, **"The Impact of Supported Work on Long-term Recipients of AFDC Benefits"**, February 1981, MDRC.

Leach, Valerie, **"Supported Work"**, in The mpr Policy Newsletter, pp. 1-8, Fall 1980. (Available from Mathmatica Policy Research Inc., Princeton, N.J.)

General Accounting Office, **"Evidence is Insufficient to Support the Administration's Proposed Changes to AFDC Work Programs."** Report to the Subcommittee on Intergovernment Relations and Human Resources, U.S. House Committee on Government Operations, August 27, 1985.

(GAO found that there was insufficient evidence to support the Reagan Administration contention that work relief programs greatly improve client moves to self-sufficiency. To obtain a copy, contact GAO, Document Handling and Information Services Facility, P.O. Box 6015, Gaithersburg, MD 20811 or phone (202) 275-6241. Report No. GAO/HRD-85-92.)

General Accounting Office, **"An Evaluation of the 1981 AFDC Changes: Final Report."** July 2, 1985.

(Amendments to the AFDC program in 1981 created severe work disincentives for AFDC mothers, yet the GAO found that most of those affected chose to continue working. The study can be ordered from GAO, Report No. GAO/PEMD-85-92.)

Subcommittee on Intergovernmental Relations and Human Resources, House Committee on Government Operations, **"Opportunities for Self-Sufficiency for Women in Poverty."** Dec. 31, 1985.

(This report critiques the Administration's proposal to mandate participation levels in state AFDC work and training programs and to replace WIN funding by a matching grant to support state work relief programs and other training services. The report also provides an overview of several model work and training programs now operating at the state and local level. To receive a copy, contact the Subcommittee on Intergovenmental Relations, B-372 Rayburn Building, Washington, DC 20515; (202) 225-2548. Report No. 99-459.)

Jones, Meriwether, **"Transfer Payment Investment Policy: Letting Them Have Their Boots and their Bootstraps Too."** 1985, The Corporation for Enterprise Development.

(Discussion of various avenues to self-sufficiency for low-income persons, with an emphasis on alternatives that stress an investment in skills development and support services and the provision of a broad range of education and training choices. For a copy, contact CFED, 1725 K Street NW, suite 1401, Washington, DC 20006; (202) 293-7963.)

B. STATE PROGRAMS

Massachusetts Department of Public Welfare, **"Employment and Training Choices."** Commonwealth of Massachusetts, 1985.

(Describes how E.T. operates and documents the program's progress. To receive a copy, contact the Massachusetts Department of Public Welfare, 180 Tremont Street, Boston, MA 02111; (617) 727-0837.)

The Manpower Demonstration Research Corporation, **Analyses of West Virginia, Maryland, Maine, Virginia, Arizona, Arkansas, San Diego, California and Cook County, Illinois** welfare employment demonstration programs. Available through MDRC, 3 Park Avenue, New York, NY 10016. (212) 532-3200.)

Maryland Department of Human Resources, Office of Welfare Employment Policy, **Employment Initiatives: Third year Report,** December, 1985.

(Describes the program participants and findings from the first three years of the Maryland welfare employment program. For a copy, contact the Office of Welfare Employment, DHR, 1100 North Eutaw Street, Baltimore, Maryland 21201.)

C. AID TO FAMILIES WITH DEPENDENT CHILDREN

Committee on Ways and Means, U.S. House of Representatives, **"Background Material and Data on Programs Under the Jurisdiction of the Committee on Ways and Means."** U.S. Government Printing Office 1986 Edition.

(The "Green Book" provides extensive statistical information on AFDC caseloads and benefit levels, including state by state data. It does a good job of explaining the recent changes in work and training provisions, including WIN. The Ways and Means Committee, 1102 Longworth Building, Washington, DC 20515; (202) 225-3625, will usually provide copies. Books are also available through the U.S. Government Printing Office, Superintendent of Documents, Washington, DC 20402; (202) 783-3283.)

Leyser, Barbara, Adele Blong and Judith Riggs, **"Beyond The Myths: The Families Helped by the AFDC Program."** Center on Social Welfare Policy and Law. Second edition, 1985

(This booklet refutes common misperceptions about AFDC recipients, including the numbers who work and the obstacles they face. Copies may be requested from the Center on Social Welfare Policy and Law, 95 Madison Avenue, New York, NY 10016.)

Congressional Research Service and Congressional Budget Office, **"Children in Poverty."** U.S. Government Printing Office.)

(Prepared for the House Ways and Means Committee by CRS and CBO, this report includes a wealth of data and analysis concerning the economic well being of AFDC families, including discussion of welfare-to-work. To obtain a copy, contact the Ways and Means Committee or the U.S. Government Printing Office.)

Bane, Mary Jo and David Ellwood, **"The Impact of AFDC on Family Structure and Living Arrangements."** Report to the U.S. Department of Health and Human Services, Harvard University, 1984.

(Bane and Ellwood refute the argument that generous AFDC benefits encourage welfare dependency. They found that the level of AFDC benefits has little if any effect on a mother's decision to seek AFDC assistance for her family; there are not significantly greater AFDC caseloads in states with more generous benefits.)

Bane, Mary Jo and David Ellwood, **"The Dynamics of Dependence: The Routes to Self-Sufficiency."** Urban Systems Research and Engineering, Cambridge, MA, 1983.

(This report analyzes data from a 10 year longitudinal study to determine a) the factors that contribute to a family's coming onto the AFDC rolls, b) the length of time families remain on the rolls, and c) the reasons families cease receiving AFDC. The reported findings include data showing that half of all recipients remained on the AFDC rolls for less than two years and that, while only 12 percent of families turned to AFDC because of a drop in their earnings, 39 percent of the families that stopped receiving AFDC did so because of an increase in earnings.)

D. ANALYSIS BY ADVOCATES

American Friends Service Committee, **E.T.: A Model For The Nation? An Evaluation of the Massachusetts Employment and Training Choices Program.** 1986.

(This publication assesses E.T.'s employment opportunities, questioning the extent to which the program enables participants to increase earnings and escape poverty. Copies may be requested from AFSC, 1501 Cherry Street, Philadelphia, PA 19102; (215) 241-7000.)

American Friends Service Committee, **Workfare.** 1983.

(This pamphlet provides a concise critique of workfare, defining what workfare is (in the strict "work relief" sense) and how this experience differs from both salaried employment and vocational training. To obtain a copy, contact AFSC, 1501 Cherry Street, Philadelphia, PA 19102; (215) 241-7000.)

Coalition of California Welfare Rights Organizations, **"Report on the California Workfare Program."** 1985.

(The study raises several objections to GAIN (Greater Avenues to Independence), the AFDC work and training program recently enacted in California. Copies may be requested from CCWRO, 1900 K Street, suite 203, Sacremento, CA 95814; (916) 442-2901.)

Wider Opportunities for Women, **Welfare to Wages? Women in the WIN Program.** 1984.

(Provides an analysis of the impact of the Work Incentive Program on women patricipants. For a copy, contact WOW, 1325 G Street, NW, Washington, DC 20005, 202-638-3143.)

E. STATE RESOURCE/CONTACTS

Arizona:
Katherine Waite, Asst. Deputy Director
Department of Social Security
P.O. Box 6123
Phoenix, Arizona 85005
602-255-4730

California:
Linda McMahon, Director
Department of Social Services
74 P Street
Sacramento, California 95814
916-445-0313

Illinois:
Greg Coler, Director
Department of Public Aid
316 So. 2nd Street
Springfield, Illinois 62762
217-782-1201

Maine:
Linda Wilcox, Director
Maine Division of Welfare Employment
Department of Human Services
Augusta, Maine 04333
1-800-482-7520

Maryland:
David Siegel, Director
Office of Welfare Employment Policy
Department of Human Resources
1100 North Eutaw Street
Baltimore, Maryland 21201
301-383-2166

Massachusetts:
Charles Adkins, Commissioner
Teri Bergman, Asst. Commissioner for
External Affairs
Department of Public Welfare
180 Tremont Street
Boston, Massachusetts 02111
617-574-0206

Minnesota:
Keith Ford, Coordinator
Office of Full Productivity and Opportunity
375 Jackson Street, Suite 475
St. Paul, Minnesota 55101
612-296-2227

West Virginia:
Dr. Sharon Lord, Commissioner
Department of Human Services
1900 Washington Street, East
Charleston, West Virginia 25302
304-348-2400

F. RESOURCE ORGANIZATIONS

American Friends Service Committee
1501 Cherry Street
Philadelphia, Pennsylvania 19102
215-241-7123
Contact: Jane Motz, Economic Rights Program
Area of Expertise: Welfare reform issues, policy analysis, and local program work.

Center on Social Welfare Policy and Law
1029 Vermont Avenue, NW, Suite 850
Washington, DC 20005
202-347-5615
Contact: Barbara Leyser, Social Policy Analyst
Area of Expertise: A national law office specializing in the needs based assistance programs -- Aid to Families with Dependent Children, General Assistance, and Supplemental Security Income. 15 years' experience in analysis and other work on AFDC work requirements and work demonstration programs.

Children's Defense Fund
122 C Street NW, 4th Floor
Washington, DC 20001
202-628-8787
Contact: Cliff Johnson, Director of Youth Employment
Area of Expertise: Research and policy analysis on employment and training programs, including WIN and welfare-to-work initiatives; policy development to promote self-sufficiency among AFDC recipients; teen pregnancy prevention and broader issues affecting poor and minority children and youth.

The Corporation for Enterprise Development
Suite 1401
1725 K Street, NW
Washington, DC 20006
202-293-7963
Contact: Rona Feit, Transfer Payment Investment Director
Robert Friedman, President
Areas of Expertise: Economic and enterprise development and job creation strategies especially in distressed communities and for disadvantaged people; coordination of a six state self-employment investment demonstration; transfer payment investment strategies related to training, education, employment, and self-employment.

Displaced Homemakers Network
1010 Vermont Avenue, Suite 817
Washington, DC 20005
202-628-6767
Contact: Jill Miller, Executive Director
Rubie Coles, Senior Associate

Area of Expertise: Training and technical assistance to local programs serving displaced homemakers. Policy analysis and publications on vocational education, JTPA, health insurance, minority women, retirement equity, and child support enforcement. Administer network of over 700 women's education and employment programs.

Federally Employed Women
1010 Vermont Avenue, NW, Suite 821
Washington, DC 20005
202-638-4404
Contact: Chris de Vries, Legislative Director
Area of Expertise: Policy analysis and publications on pay equity; civil service retirement systems; federal budget initiatives; equal employment opportunity; and affirmative action. Provide training for federally employed women.

National Commission on Working Women
1325 G Street, NW, (LL)
Washington, DC 20005
202-737-5764
Contact: Sandra Porter, Executive Director
Area of Expertise: Advocacy for women in traditional clerical, sales, factory, and service occupations. Publications and analysis on working poor women. Media reports and advocacy.

The National Urban League
Washington Operations
111 14th Street, NW
Sixth Floor
Washington, DC 20005
202-898-1604
Contact: Douglas Glasgow, Vice President
Bob McAlpine, Congressional Liaison
Area of Expertise: Legislation and advocacy on welfare reform. Policy analysis.

National Women's Law Center
1616 P Street, NW, Suite 100
Washington, DC 20036
202-328-5160
Contact: Ellen Vargyas
Area of Expertise: Legal requirements for AFDC grants particulary in the areas of education, child care, and Medicaid extension.

NETWORK: A Catholic Social Justice Lobby
806 Rhode Island Avenue, NE
Washington, DC 20018
202-526-4070
Contact: Nancy Sylvester, I.M.H., National Coordinator
Area of Expertise: Feminization of poverty; the Parental and Medical Leave Act; pay equity; and plant closing legislation.

United Church of Christ, Office for Church in Society
110 Maryland Avenue, NW, Suite 504
Washington, DC 20002
202-543-1517
Contact: Patrick Conover
Area of Expertise: Legislative Advocacy.

Wider Opportunities for Women
1325 G Street, NW (LL)
Washington, DC 20005
202-638-3143
Contact: Wendy Adler, Policy Analyst
Cindy Marano, Executive Director
Area of Expertise: Training provider for local welfare recipients. Advocacy, analysis, and publications on JTPA, welfare employment, Voc Ed, and related issues affecting women. Administer network of programs and advocates on women's employment. Consultation to state agencies.

The Women and Poverty Project
c/o WOW
1325 G Street, NW, (LL)
Washington, DC 20005
202-638-3143
Contact: Diana Pearce, Director
Area of Expertise: The impact of workfare on women in poverty; historical background and context of workfare; social science analysis of program results, including critique of evaluation studies; network of academic and non-academic advocate women knowledgeable about workfare projects in their locales.

Women's Equity Action League
1250 I Street NW, Suite 305
Washington, DC 20005
202-898-1588
Contact: Char Mollison, Executive Director
Pat Reuss, Legislative Direct
Betty Garrett, Dependent Care

Area of Expertise: Specializes in women's economic issues through research, public education, publications litigation, and lobbying. Current issues include: pensions, taxes, social security, insurance, dependent care, civil rights, women in business, and women in the military.

YWCA of the U.S.A., National Board
726 Broadway
New York, New York 10003
212-614-2829 (NY)

624 9th Street, NW
Washington, DC 20001
202-628-3636 (DC)
Contact: Helen Parolla, Coordinator of Public Affairs and Public Policy
Jo Uehara, Washington Representive
Area of Expertise: Employment training issues affecting women. Local programs and advocates for women's employment.

For further information on the National Coalition on Women, Work, and Welfare Reform, contact Wider Opportunities for Women, 1325 G Street N.W., Washington, D.C. 20005. (202-638-3143). Additional copies of this publication can be purchased from WOW for $5.00 pre-paid.